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ABSTRACT

Polish continuing education (CE) includes education, further education, and professional development in and out of school; in day, evening, or weekend courses; and distance education. The state, workplaces, grants, and foreign assistance provide financing. A variety of organizations cooperate to provide continuing education. High-risk groups receive preferential treatment in training for the unemployed. Barriers to CE are the following: (1) legislation; (2) varied and liquid market of non-public, out-of-school education institutions; (3) discrepancy between skills taught in school and those required vocationally; (4) inadequate involvement of social partners in training issues; (5) difficulties in diagnosing local training needs; (6) passivity by the unemployed; (7) access; and (8) no adult educator education system. International assistance initiatives address training the unemployed and providing vocational guidance. Current directions of development indicate the state's role in creating CE legislation and direct financing of schools for adults. CE as part of the active labor market policy involves training the unemployed, handicapped, and farmers for non-agricultural employment and education for small business development. Examples of CE as an aid in restructuring of the economy are restructuring of the mining industry; trimodule training for vocational activation of the unemployed; and development of vocational information resources and guidance methods for supporting the unemployed and job seekers. (Contains 24 footnotes.) (YLB)

CONTINUING VOCATIONAL TRAINING
(CVT)

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CONTINUING VOCATIONAL TRAINING (CVT)

A. Introduction

A principle of contemporary education is continuing education based on the uninterrupted improvement one's general and vocational qualifications. The rate of change which goes on in our world, where formerly attained learning gradually loses its relevancy, strongly influences this. This is especially the case with vocational education, since updating knowledge and skills in some vocations is becoming a daily necessity.

Since 1989 the free market has allowed the creation of new educational offers, by both state schools and arisen non-public institutions. Alongside this, the free market has brought about the need to possess new skills which had not been taught, such as salesmanship, negotiating, how to present oneself and one's skills, and job search strategies. The phenomenon of unemployment, which appeared in Poland with its transformation and economic restructurization process, made the creation of a system allowing the unemployed to apply their qualifications to the new needs of the labour market essential. Labour offices were charged with that task. These labour offices have been obliged to „organise job-training or requalification for the unemployed, grant and pay out training allowances and also finance their operation”¹ and to run vocational guidance.

Continuing education is the component of the education system which is the most difficult to describe. The concept of continuing education may comprise various definitions, and the variance amongst its forms and participants is huge. That makes its description, as well as

¹ The Bill on Employment of December 12 1998. *Dziennik Ustaw* nr. 75 pos. 446

collecting information about it, difficult. The preparations for education system reform associated with planned reform of the state administration, which will affect the operation of the system, represent another difficulty in describing the current situation. One should take into account that as of 1 September 1999 (if the reform becomes enacted) the operation of the present system will be under changed structure, administration and financing.

Adult education, like *continuing education*, is a term with many meanings; the two terms are also often used interchangeably. Only the following one article in the Education System Act of 7 September 1991 was devoted to continuing education: „*The Minister of National Education and the Minister of Labour and Social Policy, in consultation with the interested ministries, will set out, by ordinance, the principles for raising adults' vocational qualifications and general education*” (art. 68). Only in the 1995 amendment to the Education System Act (*Dziennik Ustaw* z 1996, nr. 67, art 68a) is the term „continuing education” introduced. By that kind of education is understood **educational activity aimed at personal development, gaining knowledge, skill creation and development of talent. Continuing education should take into account the demands of the labour market.**

In this report we shall use the definition of continuing education outlined in the Act.

B. PART ONE

I. THE PRESENT STATE OF CONTINUING EDUCATION

Information concerning continuing education is collected by voivode statistical offices (WUS)², using information supplied by kuratoria and from schools and some out-of-school institutions. The scope and form of information supply has been defined by GUS as part of an understanding with the education department. It should be mentioned that the current means of presenting GUS data and its applied terminology make using that information to form international comparisons easier. Since 1989, the block of information which illustrates the ownership change process going on in education has been continually expanded. The data presented to-date have illustrated the ownership changes concerning schools. In June of 1998 the first data on out-of-school education institutions were published. The information

² WUS - agendas of the Central Statistical Office, which are placed in each voivodship.

collected by GUS on continuing education has allowed for the presentation of the issue under discussion but not for an evaluation of it in its entirety, especially in the fields of education, further education and professional development in out-of-school forms, i.e. courses, seminars and post-diploma studies. GUS data do not contain information on post-diploma studies and information concerning course-education refer to only selected organisers of such education. Polish law allows educational operations to be based on the Education System Act or the Commercial Operations Act. The data, published for the first time, concern only educational operations run by organisers (either individuals or legal entities) of non-public, out-of-school institutions of education operating on the basis of article 82 of the Education System Act of 7 September 1991 (*Dziennik Ustaw*, nr. 67 of 1996, position 329 with subsequent changes). In accordance with the Education System Act, individuals or legal entities may establish schools or non-public institutions after being registered by the education kurator in their respective voivodeships. Registration information should include, amongst other things, an outline of the type of institution, its head office and local conditions, its internal statutes, the qualifications of its pedagogical workers and headmaster. The institution is not, given the terminology of the regulations a school per se (although sometimes they include the word „szkoła” (school) in their name) and therefore cannot issue certificates or diplomas, but merely statements of training or course completion. The kuratorium supervises the institutions and visits them no more rarely than once every five years. Training firms are very varied in terms of their size and educational offer. Both one-person firms and large training firms with dozens of full-time workers and hundreds of lecturers can be found in the kurator's registry. In March of 1998 about 640 such institutions were registered in the Warsaw kuratorium, over 200 in the Poznań one and about 260 in the Łódź one (of which 80 were for foreign language instruction), and there were 30 registered in the Wrocław kuratorium³. The GUS statistics under discussion do not encompass entities operating educational enterprises on the basis of the Commercial Operations Act. To run an educational enterprise on the basis of the Commercial Operations Act the following three things are necessary: the address of the person or institution running such an enterprise, an indication of where the enterprise is situated and of its type of operation. Data on entities running commercial operations are included in the REGON register of commercial entities. There is, however, no information on what kind of qualifications people employed in such institutions have, what the level of their services is at and what the

³ *Report on Training*, Rzeczpospolita, „Praca-Specialiści-Zarządzanie” insert, 11 March 1998

learning conditions are. No supervisor judges these institutions, so it is difficult to evaluate the quality of the services that they offer. GUS has been publishing information concerning commercial entities since 1997, but the data concern only entities meeting the following conditions:

- employment of over 5 people
- uses books of accounts
- runs commercial operations belonging to one of the following sections: Fresh- and sea-water fishing (section B), Mining and the Mining Industry (section C), Production Operations (section D), Electricity, Gas and Water Supply (section E), Construction (section F), Trade and Repairs (section G), Hotels and Restaurants (section H), Transport, Storage and Communications (section I), Real Estate and Firm Services (section K).

The report on training⁴ shows that enterprises searching for training services are bombarded with offers whose quality they are unable to assess. Enterprises are most willingly to do business with firms which already have an established market position, a permanent head office and a stable staff.

GUS statistics also do not give information concerning whether in- and out-of-school education was taken up at the employer's initiative or at that of individual people. Indirectly one may come to conclusions about how many people there are educating themselves at their own initiative on the basis of course subjects, e.g. preparatory courses for various kinds of entrance examinations, university extension courses, computer courses, and foreign language courses. The number of people educating themselves at their employers' behest may be deduced on the basis of the number of courses organised by enterprises. Published GUS data show that employers and the Labour Office had 10 006 institutions organise 29 866 courses, in which 638 724 people took part, of whom 40.6% were women. The unemployed and those threatened with unemployment represent a separate category of those pursuing further education. Statistics encompassing this group permit an accounting of the extent and effectiveness of training of the unemployed.

A separate group of training sessions, directed at the needs of people with higher education, is post-diploma studies. They can be run by schools of higher education, academic and

⁴ Report ... op.cit.

scientific-research institutions as well as other institutions mentioned in relevant regulations. Those studies last from one to four semesters and correspondingly take from 150 to 600 hours. Practically all post-diploma studies require tuition to be paid. According to the most recent data (current on 15 May 1998)⁵ 1175 post-diploma studia are functioning as well as 24 Master of Business Administration (MBA) studia and the 16 Franco-Polish post-diploma studia established in 1989 on the initiative of the Fundacja Francja-Polska (France-Poland Foundation). To date, more than 10 000 people have taken advantage of these French-language post-diploma studies.

1.1 Acces to continuing education

The functioning system of continuing education includes education, further education and professional development in in- and out-of-school forms and can take place in day, evening or weekend courses, distance education, extramurally or in a system combining these forms. There were 219 100 pupils in all kinds of schools for adults in the 1997/98 school year, of which 35.6% were women. The adult school network is unevenly distributed and is best developed in urban regions. The most general-education lycea for adults are found in the voivodeships of Warsaw (30), Szczecin (28), Łódź and Olsztyn (each with 22). Twenty-one percent of lyceum pupils go to schools in those areas. The fewest lycea are functioning in central and eastern voivodeships: Białkopodlaska (1), Chełm (2), Kalisz (2), Sieradz (2). The greatest number of secondary technical and vocational schools for adults is in the Katowice voivodeship (149), followed by the Poznań and Gdańsk voivodeships (66 and 55 schools respectively). The fewest secondary technical and vocational schools are found in the voivodeships of: Białkopodlaska (8), Chełm (7) and Sieradz (2). Adult men are more apt to raise their qualifications than women. Since 1990, the number of men attending all types of schools for adults rose from 122 189 to 181 808 in the current school year, whereas the growth in the number of woman attendees was only of 11.5 thousand people. Most women are learners in general lycea - 52% of pupils, which complies with a general trend in education. The fewest females are in primary vocational studies⁶, where only every seventh pupil is a woman.

⁵ *Studia podyplomowe. Informator 98/99.*, Wydawnictwo perspektywy, Warszawa 1998

⁶ Primary vocational studies are designed for people who have graduated from the sixth grade of primary school wherein they get further knowledge from the school's area and are given the theoretical vocational preparation allowing them to take an examination for the title of qualified worker or servant.

There were 1.2 million people participating in out-of-school forms of education. Urban dwellers are the majority of those furthering their education and account for as much as 98% of the surveyed population; barely 2% of course participants came from the countryside. Men were also more likely to further their education (54%) than women (46%) in these forms. Men accounted for 86% of those attending preparatory courses for gaining vocational licences and men made up 3/4 of participants in preparatory courses for gaining the titles of qualified workers or masters in a vocation. However women more often than men study foreign languages: 2/3 of foreign language course participants are female.

1.2 Financing

Continuing education can be financed from the following sources:

- the state budget, which finances most of all education in in-school forms,
- gminas own resources,
- workplaces' resources,
- grants funded by individuals and legal entities,
- sources coming from foreign assistance.

The state budget finances public schools and is a source of financing for those non-public schools which enjoy the rights of a public school. Subsidies for non-public schools having the rights of public ones, in accordance with the Education System Act of 1991 with subsequent changes, are to the order of 50% of the expenses of public schools of like type. There is no information concerning what component of state budget spending goes to expenses relating to continuing education (schools for adults and out-of-school education institutions) as well as what percentage of gmina expenditures are linked to such education, how much funding comes from subsidies and subventions for gminas and how much the gminas' own sources contribute to the funding pie.

In keeping with the Education System Act (of 7 September 1991 with subsequent changes) education in schools for adults is free of charge. However, due to the insufficiency of public school finances, in practice there is a possibility to contribute towards non-salary expenses from student councils' funds. Voluntary fees, set by student councils, go towards those councils in schools in which student councils have been set up. Empirical research done in 1994 by the Institute for Educational Research has shown that resources coming from student

councils represent an average of 28.8% of extra-budget expenditures and were very varied on a nation-wide scale. There exist voivodeships in which student' councils' resources account for 100% of total extra-budget outlays: Białopodlaska, Konin, Nowy Sącz, Rzeszów, Szczecin and those in which councils did not partake in financing education (Ciechanów, Legnica).

Learning in out-of-school forms of education is likewise payable, e.g. fees for university extension exams start at the average monthly salary. Those fees work out to 15-25% of the basic outlays, depending on the breadth of the examination (one or several subjects, one class or the whole education cycle). Fees for post-diploma studies are also high, and range from 300zl. to even 4000zl. per semester. As the average monthly salary for employees of the national economy in the third quarter of 1997 was 1183zl., per-semester fees for post-diploma studies amounted to between 25% and 338% of a typical worker's monthly compensation.

In accordance with the Ministry of National Education and the Ministry of Labour and Social Policy's decree of 12 October 1993, an employer, if he sends an employee to school (including higher) or on training in an out-of-school form and the learning is to take place elsewhere than the worker's place of residence and employment, the employer shall reimburse costs of transportation, accommodation and board. When an employer sends an employee for further education the employer shall furthermore cover the costs of textbooks and other training materials, study-related fees charged by the school as well as provide additional training leave.

Study grants are also funded by individuals and legal entities. Individuals may deduct study grants funded from their personal income. There is no information concerning how many people took advantage of such a form of grants nor about how many individuals sponsored such grants. It is important to mention that regulations concerning tax deductions for individuals are not stable in Poland and undergo changes practically every year.

The principles and organisation and financing routine for the unemployed and those threatened with joblessness are set out in the regulations of the Employment and Counter-Acting Unemployment Act of 14 December 1994 (*Dziennik Ustaw*, 1997, nr. 25 pos. 128) The resources of the Labour Fund (the Labour Fund is a state purpose-oriented fund whose

disbursor is the president of the National Labour Office) may be used to finance job-training, requalification, raising vocational qualifications and job search skills. Labour offices direct unemployed people to training sessions. Each unemployed person who is registered in his regional labour office and fulfils at least one of the following conditions may be directed to training:

- a lack of vocational qualifications
- a necessity to change his qualifications due to no offers of suitable employment
- a loss of the ability to work in his current vocation.

The initiator behind being sent for training can be:

- the regional labour office
- the unemployed person (on condition of likely employment).

The regional employment office covers the following costs associated with directing an unemployed person to training:

- pre-set course fees
- accident insurance
- transportation and accommodation, if the training takes place outside of the place of residence of the unemployed person
- necessary medical examinations

The regional labour office cannot refund the costs of an unemployed person's training if he undertook it without prior direction from the labour office.

1.3 Characteristic goals of continuing education

Goals of continuing education are an offshoot of the rise in living standards, competition on the labour market, desire to raise one's degree and level of education and qualifications. Continuing education can fulfil functions which are adaptive, catching up (transof wyrownawcze) and renovative. If a person undertakes new tasks at his job position, then the education fulfils the adaptive function. Many people face the necessity to supplement their knowledge and skills under new conditions which have appeared in their vocation. Vocational education in this aspect has a catching up function. However, when we speak of people who after a career break again take up work in their profession and must update their knowledge

and skills education takes on a renovative function. Many of these functions are applicable to the unemployed who, through education, try to increase their chances on the labour market.

Increasing the chances of an unemployed person to gain employment is the goal behind training him, raising his vocational qualifications or increasing his vocational activity.

In the first years of labour offices' running educational operations, the training of the unemployed had an exclusively vocational character and was based on: job-training, requalification and increasing vocational qualifications. Since 1 January 1997 there has been a possibility to finance training in job-search and job-gaining skills, as either a separate training module or add-on module to vocational training, from the Labour Fund.

1.4 Vocational information and guidance

The term **vocational guidance** should be assumed to mean the process in which a vocational counsellor helps an individual or group in choosing or changing their profession, or educational and vocational training direction, while taking into consideration the psycho-physical abilities and life situation of his clients and the labour market needs. The appropriacy of the employment and vocational choice plays a substantial role in whether that person's activities will be socially effective and will develop that person's creative abilities allowing him to achieve his vocational and life ambitions.

An especially important role is played by vocational counsellors in diagnosing unemployed people's individual training needs. This is in reference generally to such situations in which a client (an unemployed person) needs assistance in assessing his needs and choosing an appropriate vocational field and type of training.

The role of a vocational counsellor then is to:

- optimise the work of the specialist in the training of the unemployed in relation to the client in the labour office (in this case the counsellor carries out the function of a professional consultant.)
- giving direct assistance to an unemployed person in solving his varied vocational problems.

The counsellor must make individual vocational assessments, define the type of problem facing his client and form a full picture of his client as a person.

Through applying appropriate methods and techniques, the counsellor learns how to see how his client sees himself, and defines individual and environmental factors. The counsellor researches and assesses the following spheres: interests and goals, vocational experience, education and training undertaken to date, pastimes, talents, social-economic factors, characteristics and predispositions and physical abilities. It is worthwhile to add that the counsellor not only assesses the interests, talents and skills of his client, but also tests the way in which a given person sees himself in relation to those three elements.⁷

During the guidance session, the counsellor, according to his assessment, brings up information concerning vocations and the labour market which can be of use to the client. Here the client's readiness and ability to take advantage of this information is relevant. Vocational information helps the unemployed person to make a decision and think up an individual vocational plan. In the final stage of the guidance procedure, the counsellor assists in choosing a vocational goal and setting forth a plan for its accomplishment. The individual vocational plan, in which an indirect aim is directing the client for appropriate training, establishes a schedule of many sequential steps lasting until the unemployed person finds employment.

1.5 Co-operation between training institutions and enterprises

GUS data on education in out-of-school forms indicate that the organisers of courses for adults in the 1996/97 school year operating on the basis of the Education System Act were:

- The „Samopomoc Chłopska” (Peasants' Self-Help) union of co-operatives
- The Union of Polish Crafts
- The Central Co-Operative Union for Residential Construction
- The Chief Co-Operative Council
- social associations and organisations
- international organisations
- union organisations

⁷ Lamb R., *Doradztwo zawodowe w zarysie*. (Vocational Guidance in Sketch), Krajowy Urząd pracy, May 1993, p.37

- local offices of national administration organs
- religious organisations
- council organisations
- single proprietorships, companies, etc.
- trade law partnerships
- foundations
- individuals/employers
- foreign enterprises

Detailed information is contained in Table 1.

Table 1: Course Attendees in the 1996/97 School Year by Organiser

Course Organiser	Attendees		
	total	% women	number of unemployed out of total
The „Samopomoc Chlopska” (Peasants’ Self-Help) union of co-operatives	438	67%	1
The Union of Polish Tradesmen	14 280	31.5%	1 015
The Central Co-Operative Union for Residential Construction	172	84.8%	-
The Chief Co-Operative Council	36 575	45.5%	1841
social associations and organisations	421 784	42%	36 879
international organisations	21	8	-
union organisations	22 973	57.2%	474
local offices of national administration organs	17 381	30.4%	287
religious organisations	3 791	65.9%	15
council organisations	661	68.4%	96
single proprietorships, companies, etc.	408 172	46.6%	20 989
trade law partnerships	267 870	51.1%	12 896
foundations	17 853	58.4%	4 200
foreign enterprises	85	32%	10

individuals/employers	16 522	46.7%	717
total	1 228 693	46%	79 420

Source: Education and Guidance in the 1997/98 School Year. Gus, Warsaw, June 1998 and author's calculations.

They organised 59 376 courses, in which 1.23 million people took part. Included amongst the courses organised at the initiative of employers are, amongst others, courses in foreign languages, professional development, job-training, and workplace hygiene and safety. The workplace hygiene and safety courses were attended by 188 832 people and are required by the Labour Code.

GUS data indicate that employers and labour offices most often take advantage of the services of social associations and organisations, which (re)trained at their behest 257 456 people. Specialised training firms, having the legal ownership status of companies, occupied second place - 201 753 went through their programs. In third place and with not even one-half of that number of (re)trainees are training firms which are trade law partnerships - 93 353 people. Detailed information is presented in Table 2.

Table 2: Attendees of Courses Organised at the Behest of Employers or Labour Offices in the 1996/1997 School Year

Course organiser	number of courses	number of attendees
The „Samopomoc Chlopska” (Peasants' Self-Help) union of co-operatives	15	438
The Union of Polish Crafts	189	4 242
The Central Co-Operative Union for Residential Construction	17	172
The Chief Co-Operative Council	1 328	29191
social associations and organisations	11 486	257 456
international organisations	-	-
union organisations	534	20 336
local offices of national administration	384	11 148

organs		
religious organisations	161	1 836
council organisations	21	376
single proprietorships, companies, etc.	10 446	201 753
trade law partnerships	4 549	93 353
foundations	456	9 683
foreign enterprises	6	85
individuals/employers	283	8 634
total	29 875	683 703

Source: Education and Guidance in the 1997/98 School Year and author's calculations

A survey carried out among Cracow voivodeship employers shows that state-sector employers most often take advantage of the services of public institutions whereas private-sector employers use the services of private institutions⁸. According to the authors of the survey, that tendency is mainly a result of responsibility in operating styles, finances and mutual contacts between training and trained firms. Private firms, especially those with foreign capital, willingly take advantage of the services of private training firms because they share certain similarities. Private training forms easily adapt themselves to an employer's requirements and the costs of training are set in accordance with the enterprise's financial possibilities. The choice of training firm depends on the size of the enterprise. The larger the enterprise, the more likely it is to take advantage of the services of state educational institutions. That trend is linked to the fact that the largest enterprises in Poland (by workforce) actually belong to the public sector. The survey supplies us with interesting data on the question of whether workplaces organise in-house training or contract this out to appropriate training firms. The surveys show that only 19% of Cracow voivodeship enterprises entrust their employees' training to specialised in-house units. Only large companies can afford such units because the costs of the upkeep of specialised training departments are expensive. The greatest number of training units working to satisfy the needs of workplaces are found in units of the public administration. Every second such unit has its own training unit. In comparison with results of studies conducted in 1993, a shrinkage has occurred in the number of enterprise in which specialised employee-training units exist. Similarly there has been a reduction in the number

⁸ *Cracow Employers. Report from Surveys*, under the editorship of J. Jerschiny. Wojwódzki Urząd Pracy, Cracow, 1996

of enterprises having their own training centres, which is a result of many enterprises' economic straits. It is cheaper to order educational services than maintain one's own training firm. Often taking advantage of training firms' services works out to be cheaper as a result of the rapid development of the educational service market, which is capable of responding to enterprises' needs.

In Poland, those companies which organise in-house training are mostly foreign concerns or companies with some foreign capital, for example the global electro-energy conglomerate ABB, which has created its own training institution. The curriculum offer of that centre encompasses training in the areas of: administration and leadership, human resource management and individual effectiveness. Its lecturers are scholar-employees of the Warsaw University, the Warsaw Polytechnic and the Main School of Commerce. There is no detailed data (other than the descriptive research of Cracow employers) on how many enterprises have created or possess their own training centres, in what areas they train and from whence they derive their lecturers.

1.6 Co-operation between training institutions and labour offices

Research carried out by the Labour and Social Affairs Institute (IPiSS) among 243 members of local Employment Councils⁹ shows that respondents answered the question „does there exist and, if so, on what is it based, on-going co-ordination of vocational education and the labour market?” with the statement that co-operation between labour offices and education kurators and schools is of an improvised nature. There is no on-going two-way flow of information concerning shortage and surplus vocations and most of all a lack of demand forecasts for specific qualifications, at least on a five-year time-scale. The IPiSS has developed a Methodology for Monitoring Shortage and Surplus Vocations (MZDiN) and a project for Tripartite Training Agreements (TUS). That methodology has been being applied in the Intergmina Centre for Vocational Counselling and Guidance of the Gliwice, Zabrze, Knurów and Pyskowice gminas. Broader application of that methodology is impossible due to a rather complicated research methodology and the fact that it makes use of the vocational classification system used for the economy whereas schools, public training institutions and

⁹ M. Kabaj: *Metody badania i poprawy realnej efektywności programów rynku pracy*. (Research Methods and Real Improvements to the Effectiveness of Labour Market Programs) Project of Assessments done for Employment Councils and Labour Offices. *Polityka Społeczna* nr. 2 1996

pseudo-public training institutions use their own, academic vocational classification system. The economic classification contains 2409 vocations and specialities but the academic classification uses 157 broad-profile vocations. There is no method making it easy to jump from one system to the next which makes applying the methodology difficult. The tripartite training agreements are significant as they have been drawn up by three partners: the labour office, enterprises announcing their need for workers and a training institution. Those agreements guarantee suitable training content and scope and create a greater opportunity for employment of those who go through the training program. Workplaces announcing their need for specific qualifications affect the curriculum of the education.

Labour offices are obliged to choose training „units” in keeping with legislative regulations concerning public orders. The choice of training unit is most often made following a tender. The selection is made by a Tender Commission, which is established by directors of regional labour offices and is comprised of representatives of kuratoria, regional employment councils voivodeship labour offices and if need be employer organisations. The list of criteria by which offers are evaluated are set by the institution responsible for calling the tender, i.e. individual regional labour offices. The criteria most often used are:

- the training program
- faculty qualifications
- technical-didactic base
- the type of qualifications/licences (Transof uprawnien!!!) or skills to be gained
- promotional activity on behalf of training graduates
- experience to date in dealing with the training unit
- the cost of training

True co-operation begins at the moment the training programme is put into effect and includes:

- a joint selection of candidates for the training
- an exchange of information concerning training participants' progress in their studies and activeness
- the co-participation of the labour office in the final examination
- a joint job-placement service for training graduates

- an analysis of the effectiveness of the training session

1.7 Specific target groups as participants in training sessions for the unemployed

People considered to be part of high-risk groups are given preferential treatment in being sent for training. Such groups are:

- the long-term unemployed (i.e. being without work for over 12 months),
- single parents or people whose spouse is also unemployed
- graduates of post-primary (transo ponadpodstawowy!!!) schools
- those laid off because of the liquidation of state agricultural enterprises
- ex-convicts
- those released from military service due to the restructuring of the armed forces.

Post-primary school graduates enjoy special preferences among the above mentioned groups. Since 1995 a national government program titled „Promotion of Youth Vocational Activity” has been underway in which the responsibilities of the state administration organisations are defined in the field of youth vocational activation by making use of such instruments as: grants, graduate internships, subsidised employment and useful social work.

A Poland-wide program called „Graduate” was put into effect in 1998. It has created the possibility for giving graduates wide-ranging assistance (including both vocational and job-search training) to help its namesake group get unsubsidised employment.

Both graduates and members of other groups can be beneficiaries of so-called „special programs” whose goal is to inspire employment through, among other things, refunding employers necessary training costs and counselling for people intending to set up their own commercial initiatives.

II. AN OUTLINE OF BARRIERS TO CONTINUING EDUCATION DEVELOPMENT

As barriers to the development of continuing education, one may list:

- governing legislation, including the Education System Act, the classification of vocations and specialisations for vocational training, the Bill on Commercial Operations, the Labour Code, the Bill on Public Orders
- a varied and liquid market of non-public, out-of-school education institutions
- a discrepancy between the range of skills taught in school and the range of skills required vocationally
- inadequate involvement of social partners in training issues
- difficulties in diagnosing local training needs
- passivity on the part of the unemployed
- access to continuing education
- a lack of a system for the education, further education and professional development of teachers of adults.

All of the above mentioned items point to a lack of a clear education policy in terms of continuing education.

2.1 The necessity for changes in the governing legislation

To discuss changes in the governing legislation it is necessary to first present the legal acts which regulate operations in this area. The basic responsibilities in continuing education are outlined in the Education System Act of 7 September with subsequent changes (*Dziennik Ustaw*, z 1996, Nr. 67, pos. 329 and Nr. 106, pos. 496 as well as from 1997, Nr. 28, pos. 153) which:

- requires the education system to make it possible for adults to gain or change their vocational qualifications or supplement their general education (art. 1 point 8),
- defines continuing education (art. 68a bill 1), its responsibilities and forms of operation (art. 68a acts 2 and 3). The responsibilities are fulfilled by both public and non-public schools for adults (primary, post-primary and of higher education), centres for continuing education (CKU) and out-of-school education institutions,
- allows individuals and legal entities to establish schools or non-public institutions upon being registered by education kuratoria or the appropriate minister (art. 82 bill 1) - e.g. artistic institutions by the Minister of Culture and Art, medical institutions by the Minister of Health and Social Care,

- defines the conditions which must be fulfilled by schools or institutions to be registered (art. 82, bill 2, points 1 to 6),
- makes it possible to run educational operations yet not as part of running a school or institution on the basis of regulations governing commercial operations (art. 83a),
- allows those private schools and institutions which do not have the rights of public schools and institutions to receive subsidies from the state budget on principles set forth by the Minister of Education in an agreement with the Minister of Finance (art. 90 bill 6),
- allows the possibility of non-public schools and institutions to be freed from taxes and charges (art. 90 bill 7 and art. 81).

The governing Education System Act in article 1 point 8 states that the education system provides adults with the opportunity to supplement their general education and gain or change their vocational or specialist qualifications. That entry creates a markedly wider opportunity for education than another article of the same act (art. 68, Bill 1 and 2) which foresees that, in accordance with it, the Minister of Education and the Minister of Labour and Social Policy, in consultation with other relevant ministries, are to define the principles for raising adults' vocational qualifications and general education. A decree of the Minister of Education and the Minister of Labour and Social Policy states that a worker has a guaranteed right to reimbursement of training costs only when his employer sends him on the training program. The decree furthermore states, however, that the work contract may set out other principles, i.e. the employer may finance all training undertaken by a worker but equally could refund him no costs. That entry may limit in some cases workers' access to training, especially that of low earners who are not supported by their employers.

The Education System Act is not precise in outlining conditions and opportunities for gaining vocational qualifications. Instead it speaks of gaining basic vocational or secondary vocational education. The act does not define the relation between gaining vocational qualifications and gaining vocational education. The academic vocational classification, in force since 1998, encompasses 157 broad profile vocations whereas the Ministry of Labour and Social Policy's classification system applicable for the economy identifies 2409 vocations and specialities. It is urgent to create a system for attaining qualifications in vocations in the economic system that are not included as an „academic“ vocation or whose representation in the academic

classification is insufficient. It is necessary also to create a system for gaining vocational specialities (on-the-job or in an out-of-school system) because the school system, in accordance with the classification of 1998, will only prepare students in broad profile vocations.

The next legislative item that regulates continuing education is the Employment and Counter-Acting Unemployment Act of 14 December 1994 with subsequent changes (*Dziennik Ustaw*, Nr. 25, pos. 28, 1997) which contains legal regulations concerning the training of unemployed graduates of various kinds of schools and training the unemployed and those threatened with unemployment.

Detailed principles and conditions for raising the vocational qualifications and general education of adults are contained in:

- the decree of the Minister of National Education (MEN) and the Minister of Labour and Social Policy (MPiPS) of 12 October 1993 (*Dziennik Ustaw*, Nr. 103, pos. 472), which defines the principles and conditions for adult education in in-school forms and education, further education and professional development in out-of-school forms as well as contains regulations concerning qualification titles (qualified worker in a vocation and master in a vocation) and the opportunities for their attainment. The decree's regulations are not applicable to employees of basic health service operations, teachers and academician teachers, scientific employees and research-technical employees of research and development units and other people covered by separate legislative items,
- other legislative items of the same ranking, e.g. the Labour Code and the Decree of the Councils of Ministers on ministerial co-operation in vocational education (*Dziennik Ustaw*, Nr. 100, pos. 621 of 1997). That decree defines, amongst other things, the principles for the joint activities between ministries in setting frameworks for teaching plans which, in part, concern vocational education and the curriculum basics in vocations or vocational profiles.

The prepared amendment to the Education System Act (art. 68 bill 2) suggests that the minister responsible for education and guidance and the minister responsible for labour affairs decide about the types, organisation and operating principles of centres for vocational

development and other adult continuing education institutions and also of the principles behind setting fees for education in those centres. It has been omitted that this should be done in agreement with the relevant ministries. This entry does simplify the legislative process (there will not be long-lasting discussions on agreements between individual ministries) but does not solve the problem of access to continuing education unless the final version of the Bill passed by the Polish parliament and accompanying legislative items for putting it into effect are settled.

The Act on Public Orders obliges labour offices to have training services done in a way which is foreseen by the act. Most often this is by tenders organised for individual courses. The administrative procedures necessary for the organisation of such tenders is tied to the need for frequent, formal verifications, are very work-intensive and do not favour the concept of partnership in the field of education.

2.2 The varied and liquid market of non-public, out-of-school education institutions

Non-public schools and institutions can be established on the basis of the Education System Act. Educational operations, but not including running a school or institution, can also be carried out on the basis of regulations concerning commercial operations, as permitted by article 83a of the Education System Act. Schools and institutions that wish to be registered by a kurator must, in accordance with the Education System Act, fulfil the following conditions:

- have a permanent head office,
- have a defined type of school or institution as well as vocational profile in the case of vocational schools,
- possess a statute in keeping with governing law,
- have a headmaster and teachers possessing pedagogical qualifications

A significant portion of educational training institutions present on the market (it is difficult to assess the extent of this phenomenon due to a lack of data) are units which are small, one-person ones working on the basis of commercial law regulations. Those institutions can register their operations having an address and identifying the type and scope of their operations. Commercial entities running educational operations will become entered in the register of commercial entities and receive a so-called REGON number. Such entities are not

required to be approved by kuratoria and are often more oriented toward profit than didactic effectiveness. Nobody does didactic-guidance supervision of those institutions.

The choice of appropriate training firms is a barrier for enterprises. The education choice which is offered them is comprised most of all of traditional conferences, academic lectures and panel discussions in groups. Enterprises, however, expect an active teaching method, training sessions in small groups, case studies for solving and a large number of simulations. It is hard to draw conclusions about teaching methods in use and faculty preparation on the basis of the education offer of training firms. Registry of training firms by their voivodeship's kuratorium is one recommendation.

The most extensive training offer is for what are really post-diploma studies run by schools of higher education and academic and scientific-research institutions. Information concerning the organ that is running the studies, the director of studies, length of studies, enrolment period and fee¹⁰ is contained in their offers. Some higher education institutions also include a profile of the studies, including for whom they have been designed and what content will be passed on to students. Confirmation of studies completion is a certificate along the lines of the model set out by the Ministry of National Education. From that it turns out¹⁰ that the offer for people already with a higher education is the best developed and available one and is for those graduates, unfortunately well under 20% of the adult population of Poland.

2.3 The discrepancy between the range of skills taught in schools and the range of skills required vocationally

The title of qualified worker or master in a vocation can only be attained in a vocation which is present in the vocational classification for vocational schooling. That dependency means that school curriculum documentation for a vocation is the basis for examination requirements for the title of qualified worker or master. In a labour market whose requirements are quickly changing this regulation limits the acquisition of a qualification in those vocations which are present, for example, in the economic classification but not in the school one.

¹⁰ *Studia podyplomowe* (post-diploma studies), Op. Cit.

Besides this, having worked vocationally for a period equalling the length of studies is a condition for being able to try for the title of qualified worker. That requirement makes access to specified skills impossible for unemployed people.

2.4 The inadequate involvement of social partners in training issues

A significant barrier which limits the possibility for agreement with employers' is a lack of agreement among Polish employers on which organisation legitimately represents them. The matter is further complicated by the fact that most Polish employers see no need for coming together in an association while representatives of some large enterprises belong to several organisations simultaneously. According to estimates of the National Chamber of Commerce, about 400 thousand enterprises are members of an association. The Confederation of Polish Employers, which considers itself to be the legal representative of employers (the confederation takes part in the tripartite commission and is a member of an international organisation of employers), has a membership numbering in the tens of thousands of employers¹¹.

The only forum for social partners' joint activity are employment councils at the nation-wide, voivodeship and regional level. Those are bodies whose recommendations' influence on the operations of labour offices in the field of the training of the unemployed vary by region and situation and depends on the character of the relationship between partners and the extent of their co-operation.

It turns out that, based on research carried out by the Institute of Labour and Social Policy, 33% of those councils surveyed did not present any recommendations on the directions of vocational education and training of the unemployed, 18.7% presented recommendations on directions for education which were taken into account and 11.2% expressed their recommendations on the above mentioned topic which, however, were not taken into account in administrative decisions.

2.5 Enterprises' insufficient care in the development of human resources

¹¹ Krajewski J, Starkowski M.T. „*Kto zjednoczy biznes*” (Who Unites Business), Businessman Magazine. Rzeczpospolita Publishing house, June 1998, pp. 66-69

The high cost of labour and the lack of special education funds hamper enterprises in educating their workers and staffs, although businesspeople commonly admit that investing in human capital is one of the most effective investments, especially over the long term. Research done among managers in 1997 by Rzeczpospolita shows that there has been a growth in the number of Polish enterprises which do not allocate any funds for training managerial staff. In the 1995/96 school year they made up only 36% of surveyed enterprises whereas in 1997 the figure had grown to 46%¹².

The problem of insufficient care in the development of human resources is also a result of a lack of skills in human resource administration, which in turn is a result of a shortage of well prepared staff in this field and a lack of standards on an employee evaluation system.

2.6 Difficulties in diagnosing local training needs

Labour offices diagnose training needs on the basis of offers reported to them and published in the local mass media, as well as through discussions with employers about their future staffing plans and qualification requirements connected with the newly established jobplaces in their firms. The economic system is not very stable, making it difficult for employers to set out their own future needs.

Labour offices also have trouble getting plans for social-economic development from the local governments in their area. That often causes problems in defining the directions training for the unemployed should take so as to fit in with the needs of the local labour market.

2.7 Passivity on the part of the unemployed

A barrier to the development of training is also the passive approach of unemployed people combined with their attachment to the vocation that they have to date been engaged in. Over 70% of the unemployed have basic vocational, primary or incomplete primary education and it is that very group whose approach is the most passive and negative when it comes to training offers.

¹² *Raport o szkoleniach* (Report on Training). Prace-Specialiści-Zarządzanie, insert to Rzeczpospolita, 11 March 1998

This category of the unemployed should be the focus of training programs designed to change their manner from passive to active. That is why that initial efforts to prepare training programs with a non-vocational character have been made within the Labour Office System. These programs are to teach active approaches to life and the skills needed to function on the contemporary labour market. Unfortunately, those programs are too few in relation to the need for them.

2.8 The selective character of continuing education

Most of those who are advancing their education are working people with the desire to keep their present position or embark on a professional career¹³. The most often chosen directions for studies include: foreign languages, computer courses, courses in administration and accounting (as indicated by previously cited data.) Most people who are furthering their education already have secondary education; 36.3% of people with higher education further their education yet only 2.5% of those with basic education do so. A barrier here is a lack of motivation on the part of the least educated people, as may be a lack of funds for their education.

Detailed data are contained in Table 3.

Table 3: Participation in further education by student social characteristics

Participation in further education	percent in further education
Education level	
primary or incomplete primary	2.5

¹³ Bialecki, I: „Kształcenie dorosłych w Polsce (Adult Education in Poland)” in *Nowe konteksty strategii edukacyjnej (New Contexts of Educational Strategy)*. ed.: E. Drogosz-Zabłocka, Instytutu Spraw Publicznych. Warsaw, 1996 pp. 34-49

basic vocational or incomplete secondary	10.1
secondary general or vocational	20.3
post-matriculation and incomplete higher	32.7
higher	36.3
Social-vocational group	
directors, free professions	40.2
technicians	34.8
office employees	24.4
trade and services employees	14.7
qualified workers	14.4
unqualified workers	12.9
simple-task workers	7.1
farmers	3.6
Economic branch	
finance and insurance	46.5
energy	35.4
residential services	24.4
transport	19.8
trade and services	19.0
production	16.0
mining and the extractive industry	14.3
agriculture and forestry	5.5

Source: I. Bialecki, op. cit., pp. 36-39

Management level personnel and people employed in the insurance and financial sector most often further their education (46.5%) whereas farmers do so most rarely (2.5%).

That data is confirmed by GUS statistics from the 1997/98 school year, according to which only 2% of course students were residents of rural areas.

There are no instruments for supporting people of low education and without qualifications to have them become participants in education. Efforts on behalf of them are only made when they become jobless or are threatened with unemployment. There is also a lack of economic assistance for people wanting to raise their qualifications.

2.9 The lack of a system for the education, further education and professional development of teachers of adults

There is no system for the education, further education and professional development of adults. Most teachers working at schools for adults do not enjoy the complete status of a full-time teacher; an exception to this are general education lycea, wherein full-time teachers account for over 50% of the total number of teachers. The In-service Teacher Training Centre (CODN) does not concern itself with the education and further education of teachers of adults. The Post-Diploma Studium for Adult Education is an institution which deals with the professional development of teachers of adults and adult education workers. This centre arose out of an understanding among the Poland representative of the German Association of People's Universities (IIZ/DVV), the Academic Association for Andragogy and the Mikołaj Kopernik University in Toruń. The studium's participants are made up of adult education teachers and education workers working in the CKU, people's universities and centres for teacher professional development. Its functioning, begun in 1994, is thanks to the financial support of IIZ/DVV for the costs of the didactic process. The studium has been accepted by the Ministry of National Education.

III. AN OUTLINE OF INTERNATIONAL ASSISTANCE INITIATIVES IN THE FIELD OF THE TRAINING OF THE UNEMPLOYED AND VOCATIONAL GUIDANCE

Foreign assistance is understood as the transfer of resources from a donor country to a recipient country. That transfer does not arise due to market forces and does not follow market principles. The most part of foreign aid for Poland has had a non-returnable nature and has taken the following forms:

- subsidies

- assistance in kind
- technical assistance

Foreign assistance has been offered by:

- governments of individual countries and had a bilateral character,
- international organisations or financial institutions and had a multilateral character,
- private individuals.

The scope of foreign assistance in the field of continuing education has related to:

- training of the unemployed (bilateral and multilateral programs),
- vocational guidance (bilateral and multilateral programs - the World Bank TOR 8 program),
- evaluating the quality of continuing education - the TEMPUS - SME -01129-95 program,
- education and further education for teachers of adults (bilateral assistance).

3.1. Co-operation with Denmark in the field of training of the unemployed

Closer co-operation with Denmark was begun at the beginning of 199 as a result of the initiation of the Poland-Denmark co-operation Program. In accordance with the assumptions of the program, the main goal of Component 4, which is carried out in co-operation with the National Labour Office's Department of Vocational Guidance and Training of the unemployed, is to support the Polish system of labour offices in smoothing out operations concerning training of the unemployed and vocational guidance as elements of active labour market policy.

Within this co-operation program, the following tasks are expected to be carried out:

- working out, in conjunction with Danish experts, a concept for the analysis of qualification needs on the local labour market and methods to include regional social partners in the co-operation network for shaping regional labour market policy.
- working out and implementing Danish concepts of inspirational courses for and under Polish conditions
- Working out three training programs directed at education for general qualifications and development of a mindset which will facilitate the completion of vocational tasks, i.e.:

- the "Preparedness for Change" course
- the „Quality Awareness" course
- and the „Interaction During Production" course.

Those courses are currently being implemented in the Labour Office System.

That programme has contributed to learning the skill of analysing demand for qualifications on the local market. A lack of those skills on the part of both labour office employees and employees of the education department and the local council employees in charge of education and labour market issues currently makes forecasting training directions difficult.

Equally important are skills connected with in-enterprise functioning under market conditions. That means, in practice, a continual self-adaptation to changes (in administration, production, performed services) and work on preserving service quality as the fundamental condition of competition.

3.2 Co-operation with Germany, France and the USA in the field of vocational guidance

The National Labour office has, in conjunction with the German Federal Labour Office, created nine Centres for Vocational Information (CIZ) within the system of labour offices. These nine centres are located in the cities of: Gdańsk, Łódź, Rzeszów, Toruń, Sosnowiec, Szczecin, Warsaw and Wrocław. Additionally, there is a computerised information system in place informing of work vacancies, making it possible for clients to obtain information about their chances for employment in the CIZs located in Sosnowiec, Wrocław and Szczecin.

Propagation of the concept of the comprehensive and modern effect of information on labour office clients has found its expression in the creation of more CIZs, at the initiative of the National Labour Office, which have been established in Płock, Olsztyn, Koszalin and Łowicz.

Services the Mobile Vocational Information Centre can provide, thanks to its equipment and technical infrastructure and information resources, are an answer the social need for vocational information, especially in regions where access to it is difficult, i.e. in rural areas.

It should also be emphasised that the labour office system's vocational counsellors are able to provide professional services thanks to the training they received with the participation of foreign experts from the United States, Germany, Denmark and France.

As part of American-Poland co-operation, specialist assistance supplied by the American Department of Labour (USDOL) to the labour office system has included:

-the development of a comprehensive publication titled „Doradztwo zawodowe (Vocational Guidance)”,

- the development of a handbook titled „*Interpretacja i wykorzystanie testów uzdolnień i zainteresowań w poradnictwie zawodowym (Interpretation and Usage of Skill and Interest Tests in Vocational Guidance)*”,
- training vocational counsellors/psychologists in the usage and interpretation of the ZDZ, KPZ and BTUO tests, which had been adapted by the Jagielloński University as part of the World Bank's TOR#8 project, and carried out by the Ministry of Labour and Social Policy.
- development of „*Podręcznik Oceny Zawodowej (Handbook for Vocational Assessment)*” with the participation of USDOL experts and vocational counsellors from the system of labour offices. That handbook contains 590 vocations which are present in the Polish economy as well as Holland system vocational codes, which are essential for the interpretation of skill and interest tests.

The described bilateral programmes in vocational counselling substantially contributed to the development of a professional vocational counsellors' workshop as well as to their training.

C. PART II

CURRENT DIRECTIONS OF DEVELOPMENT

I. NATIONAL FRAMEWORK

1.1 The role of the state and regional authorities in continuing education

The role of the state is to create legislative acts setting out the basic principles of continuing education, including training for unemployed people.

The Education System Act sets out the conditions for the functioning and financing of schools for adults, pedagogic supervision over those schools as well as the conditions for the creation, functioning and supervision of non-public schools and institutions. Pedagogic supervision is based in part on the following:

- evaluating the state and conditions for didactic operations including the employment of teachers with the required qualifications and adherence to the schools' internal statutes,
- analysing and evaluating the effects of didactic operations, e.g. completion of the curriculum basics and lesson plans, classification and running examinations.

Besides that, at the governmental level, programs are developed to define the duties of individual government branches in the educational sphere directed to different social groups: graduates, the unemployed, the handicapped, those threatened with unemployment and farmers.

Under the currently functioning system (and the reform project does not foresee any changes in this area) there are public education institutions called „continuing education centres” now operating, which have been set the tasks of, amongst other things (*Dziennik Ustaw*, Nr. 81. Pos. 418 of 1992 with subsequent changes):

- the education, further education and professional development of adults in in- and out-of school forms,
- undertaking activity associated with awarding qualification titles,
- organising extension exams,
- improving the methodology in didactic-guidance work in adult education,
- running workshops of practical vocational education lessons.

Under the system functioning to date, gminas are the organ running primary schools. Secondary schools and continuing education centres are run by bodies of the state administration (education kuratoria working on behalf of the voivodeship governor).

Continuing education does not have, so far, its own place in the education system that is due it. Although entries in the Education System Act do theoretically assure the obtainment and supplementing of education and qualifications, the ways and means section of the legislation significantly inhibit those possibilities. An employer can, but need not, send an employee for training. Establishing such an obligation is especially important in the case of workers who possess either low qualifications or qualifications which do not meet the technical requirements of vocational qualifications. There exists a need to introduce a legal requirement forcing employers to either educate their workers or create the possibilities for them to take up education (e.g. paid training leave or bank loans for training). Introduction of such a legal requirement should be tied in with the simultaneous creation of a training fund.

The Ministry of National Education in its prepared project for education system reform has stated that continuing education represents an important component of the education system and that the reformed education system is to ensure that continuing education will create a cohesive and lasting element of the whole system, especially in the field of vocational training¹⁴. It foresees that, in concurrence with changes to the whole system, there be five options for educational attainment or supplementation for people who, for various reasons, could not finish their education in the intramural system:

- a 3-year profiled lyceum,
- a 2-year supplementary lyceum,
- preparations for corrections to the state matriculation exam,
- post-matriculation (post-lyceum) secondary vocational school,
- various forms of out-of-school education (courses).

The legislation foresees that:

- continuing education centres be run by voivodeship councils,
- schools for adults be run by powiat councils,
- institutions for continuing education be run by higher schools.

¹⁴ *Reforma systemu edukacji. Projekt.* (Reform of the Education System. A Project). Ministry of National Education, Warsaw, 1998

It also assumes that there will be close co-operation between the Ministry of National Education and the Ministry of Labour and Social Policy, especially in aspects connected with decreasing unemployment.

The prepared reform to the education system does not create the possibility for widespread continuing education and creation of conditions for equal access opportunities to all forms of education and professional development. Data suggests that those pursuing continuing education are mostly young people who already have both at least secondary education and a job. There is also a lack of organisational-legal, substantial and financial solutions. It is essential to create a system for standardising vocational qualifications and monitoring the standard of vocational education and professional development. In the prepared document on education system reform, there are plans for, in the future, development of standards for vocational qualifications as the basis for the vocational examination; the development will include the input of employer and employee organisations. It also foresees that commissions of authorities (independent bodies called into being by the education kurator and made up of highly specialised experts in different fields) should work in the adult education system. Those commissions would set the level of competency, skills and predisposition of the education participants. That would give a basis on which, by using their adopted standards, things like shortening a candidate's education period or sending him on an appropriate course as part of, amongst other things, the literacy process.

A mechanism for the creation, functioning and supervision of institutions of out-of-school education requires restructuring. Fulfilment of curriculum standards, including suitable equipment and faculty qualifications, should represent the basis for accreditation of an out-of-school educational institution operating on the basis of the Education Act or the act governing commercial operations. The Ministry of National Education does not plan on seeing any changes to the Education System Act concerned with operating educational enterprises upon the basis of commercial operations law. It is possible that the Commercial Operations Act will set certain requirements on those people and legal entities which run commercial operations. There are no clearly defined economic rules supporting, or even obliging, undertakings on permanent skill and qualification development by the state. Such a solution to that lack could be a Continuing Education Act or the expansion of paragraphs connected with that kind of

education in the Education System Act, accompanied with simultaneous changes to those parts of the Commercial Operations Act which concern educational operations, to the Labour Code and to the Employment and Counter-Acting Unemployment Act.

In accordance with a proposition contained in the amendment to the Education Act, the establishment and running of centres for continuing and practical education and for teacher education will be the duty of voivodeship councils. Perhaps then the councils will be able to create better conditions for the development of continuing education. However, a clearly set-out national policy in that field remains necessary.

1.2 Continuing education as a part of the system

In the field of vocational education and training the dominating role is played by the Ministry of National Education and the Ministry of Labour and Social Policy, alongside minor involvement of such partners as:

- employers' organisations: the Konfederacja Pracodawców Polskich (Confederation of Polish Employers), and the Stowarzyszenie Przedsiębiorców, Handlowców i Producentów Rolnych (Association of Executives, Merchants and Agricultural Producers),
- Executives' organisations: the National Chamber of Commerce, the Association of Polish Tradesmen, the Polska Rada Biznesu (Polish Business Council) and the Business Centre Club

An example of close co-operation between enterprises and training institutions has been given by tri-partite training agreements written up by labour offices. In those agreements employers oblige themselves to hire trainees, and the training institution takes upon itself the responsibility to instill their trainees with the requirements their future jobs will demand (appropriate knowledge and skills).

In the field of vocational education and training of the unemployed, social partners can speak at the employment council forum. Employment councils work at the national government, voivodeship and regional levels and are made up of representatives of:

- the state administration
- bodies of local councils
- trade unions

- employers

The National Employment Council is responsible for developing recommendations concerning educational issues and assessing the labour offices' carrying out of its duties in the education sphere. Voivodeship employment councils are responsible for creating recommendations for the directions of education, vocational training and employment in their respective voivodeships and the regional employment councils are responsible for the same tasks at the regional level.

The significance of continuing education has indeed started to rise alongside the restructuring of important sectors of the economy: mining and foundering. Close co-operation between employers, training organisations and local authorities should be especially effective in these areas.

Teacher training and professional development demand system-wide solutions (it is necessary to have cells for adult teacher education created within the In-service Teacher Training Centre) both nationally and regionally. Those centres should represent, by following the requirements set for the model centres, trustworthy centres for continuing education as well as state-recommended centres for teacher development. Such a position of the CKU would allow for close co-operation between the labour market (labour offices) and education and for its participation in making conclusions on not only new but also currently functioning education directions.

In connection with Poland's prospective integration with the European Union, one should count on a need for changes in how the current system functions arising from the necessity to develop vocational qualification standards and verification of many of the licences earned to date. That will surely become one of the priority tasks of continuing education, especially in the out-of-school system.

1.3 Changes in financing continuing education

The reform to the education system foresees basic changes to how the continuing education system is financed. It shall introduce a direct method to finance schools for adults which will

make it possible for those institutions to become financially independent. It foresees financing schools for adults from student-paid fees. It also envisions, at the same time, the opportunity for students to be awarded loans to cover their education costs. It assumes the possibility for a full or partial exemption of education loan repayment in the case of good results in education, on-schedule completion of the school programme or, in particular situations, student misfortune. The implementation period, wherein regulations connected with adult education's financial independence through student financing come into effect while the financial mechanism connected with awarding and forgiving loans is not yet in place, will be of substantial importance. A lack of opportunity for receiving loans can significantly limit the accessibility of education in schools for adults. Learning in schools for adults is now free of charge.

1.4 Tendency of changes

Since 1990, there has been a successive increase in the number of adults being educated in post-primary (ponadpodstawowy!!) , from 219 800 in 1990/91 to 273 200 in 1996/97. At the same time there has been a decrease in the number of learners at primary schools, from 13 900 in 1990/91 to 8 500 in 1996/97. (*see Table 1 for detailed figures.*) The extent of adults studying in the post-primary system, in an analogous period of time, can be presented by analysing only the data of the largest (in terms of greatest number of students) non-state training institutions, for example of the Association of Vocational Training Enterprises (ZZDZ). The number of people interested in attending courses in the ZZDZ rose from 267 000 in 1992 to 387 000 in 1997, i.e. by 45%¹⁵ . From GUS published and unpublished data on adult education in in- and out-of-school forms, we can see that over 1.5 million people participated in such education in 1996/97 (the data, as indicated, do not include all forms of education and education in schools of higher education). The meaningfulness of continuing education is definitely beginning to rise with the restructuring of important sectors of the economy: mining and foundries. In those regions close co-operation between employers, training organisations and local councils should be especially effective..

¹⁵ A. Kirejczyk, „Dzis i jutro edukacji dorosłych w świetle doświadczeń Zakładów Doskonalenia Zawodowego (The Today and Tomorrow of Adult Education in the Light of the Experience of the Association of Vocational Development.)” in *Nowy wymiar edukacji zawodowej i ustawicznej (The New Dimension of Vocational and Continuing Education.)*, Wydawnictwa WSP, Bydgoszcz, 1998, pp. 351-360

System-wide solutions require teacher education and professional development at the national level (a necessity to create cells for the education of teachers of adults in the Central Centre for Teacher Development) and the regional one. Those centres should represent, in accordance with requirements set model centres, reliable continuing education centres as well as centres for teacher development recommended by the state. Such a situation for the CKU would allow close co-operation between the labour market (labour offices) and education and its participation in coming to recommendations for not only new but also already functioning directions of education.

Given Poland's prospects for integration with the European Union, it is worthwhile to count on the need for changes to the currently functioning system resulting from the necessity to develop vocational qualification standards and confirming many already granted qualifications. That will definitely become of the priority tasks for continuing education, especially in the out-of-school system.

II. CONTINUING EDUCATION AS A PART OF THE ACTIVE LABOUR MARKET POLICY

The basic governmental programs outlining tasks in the field of training of the unemployed are:

- the Program for the Promotion of Productive Employment and Counteracting Unemployment
- the Program for Youth Vocational Activation .

2.1 Training of the unemployed as a part of the education system (co-operation between labour offices, employers and training units).

Training sessions as part of a **tripartite training agreement (TTA)**, drawn up by a labour office, employer and training institution are a very effective form of organising training for the unemployed and are applicable in instances of organising training according to the needs of a definite employer.

Those agreements assume the co-operation of all three parties at successive stages of organising the training, i.e. preparation, carrying out the training and hiring its graduates. The formula from the tripartite agreements are favourable for all parties that are involved in the preparation and realisation of the training.

The following are the positive aspects of the TTA model for each of its parties as well as for the unemployed-participant.

Employer -adaptation of the training program to the needs present in his workplace, -participation in the selection of training candidates, -the opportunity to monitor individual students' training results and progress in studies, -the opportunity to rank of future recruits with their level of qualification gained by training participants	Training Institution -the opportunity to confirm training candidates by their predisposition for a given job, -the opportunity to secure positions for practical vocational , -the opportunity to confirm the didactic process for future employment
Labour Office -securing guaranteed workplaces for people sent for training, -an increase in the training placement rate, -increasing the effectiveness of Labour Fund resources	Unemployed Person -certainty of post-training employment, -attainment of a qualification which is essential for future employment, -becoming familiar with the work conditions in his future workplace

2.2 Training of the unemployed and job-seekers as a part of active labour market policy

a) Training people during their notification period of impending lay-off

Labour offices apart from their efforts to train unemployed people and as part of an preventative program aimed against unemployment finance in whole or in part, via the Labour Fund, the training costs of workers who are going through their lay-off notification period due to factors affecting their workplace.

A worker going through such a period has the opportunity to take advantage of the assistance of the labour office in choosing a direction for his training which is in keeping with his personal predispositions and vocational interests and likewise demand on the labour market. This opportunity is equally available to handicapped people.

b) Training of handicapped persons

All the handicapped who are either unemployed or receiving pensions may be retrained from resources of the State Fund for the Rehabilitation of the Handicapped. Voivodeship Centres for the Employment and Rehabilitation of the Handicapped, operating under structures of their Voivodeship Labour Offices, are responsible for organising training for handicapped people.

c) Training farmers taking up non-agricultural employment or economic initiatives

One characteristic of the Polish agricultural scene is a significant group of people who combine farming with employment in the industrial or service sectors, the so-called „peasant-workers.” During the restructuring period many of them lost their jobs in mass lay-offs without gaining the status of unemployed people due to their possession of over 2 ha. of agricultural land

To encourage those people to take up non-agricultural employment or economic initiatives, a paragraph was inserted into the Act on Employment and Counteracting Unemployment allowing the financing, from the Labour Fund, of their training for work outside of agriculture. People taking advantage of that training have the right to training supplements and, if need be, certificates of workplace accidents or vocational illness arising from their training on the same basis as their non-farm owning counterparts.

d) Educational support for small business development

Labour offices direct practically all unemployed people who have received a small business start-up loan for training. Those people consequently receive theoretical preparation for running their own firm.

However, in running a business many problems come up which often require professional advice. The Labour Fund, recognising this, has introduced the possibility for 80% of the costs of training, consulting or advisory services paid for within six months of the granting of a loan to be refunded to loan holders to assure that aspiring entrepreneurs are able to take advantage of professional assistance. Those costs should not, however, exceed one month's average salary. This represents an effective form of supporting entrepreneurship and create conditions for the prospering of newly founded firms.

III. TRAINING IN AND FOR FIRMS

The need for a new way of looking at training in enterprises comes from the appearance of new managerial methods and techniques, including professional human resource management and revolutionary technological progress. Human resource management should take into account the following conditions:

- a significant increase in labour intensity over past years
- higher requirements demanded of workers
- occupied work positions to be dependent on quality of an employee's work
- development of workers' vocational careers
- ethical aspects in the process of employees' recruitment, promotion and release.

Research carried out among Cracow voivodeship employers in 1993 at 1994¹⁶ has shown that a substantial majority of enterprises (79% in 1993 and 73% in 1995) declared that efforts had been undertaken toward the training of their employees. A specialised unit or individual responsible for training exists in 2/3 of the surveyed enterprises. A substantial majority of the firms cover in whole or in part the costs of their employees' education. An exception is public sector units, wherein it is mostly the employees who invest in their own training (studies, professional development course). Enterprises employing from 500 to 1000 employees most

¹⁶ *Krakowscy pracodawcy, op. cit.*

appreciate training's importance. An insignificant number of training sessions in the surveyed enterprises concerned changes of vocation; employers use training mostly to broaden the experience of their workers rather than change their vocation.

A facet of human resource management is the selection of appropriate employees. There are currently 30-40 significant personnel consultancy firms operating in Poland. Foreign companies and firms with foreign capital are the most common clients of those consultancy firms; of their Polish clients are companies listed on the stock market, banks and companies belonging to National Investment Funds. Personnel consultancy firms are engaged most of all in recruiting high-level administration personnel and specialists and the development of those employees.

The growth in enterprises' interest in educating their employees comes from, amongst other things, their efforts aimed at gaining quality system certification. A quality system contains a statement of human resources and must be documented by programs as well as education technology and employees' professional development schemes. Currently 180 Polish and foreign enterprise have a quality certification certificate issued by the Polish Research and Certification Centre (PCBC)¹⁷. Another 400 firms which want to have Polish quality assurance certification are on their way to implementing quality systems. One should expect that, in connection with the appearance of quality system in the automobile industry (QS 900, VDA 6.1), medicine (EN 46000), welding construction production (EN 279) and workplace hygiene and safety (BS 8800), there will appear new educational requirements in this field.

The greatest problems affecting the human resource management process are caused by a lack of both knowledge and skills in that field and practical experience in applying modern standards for, for example; an evaluation system, internal communication and breaking down internal barriers of workteams.

¹⁷ „Z certyfikatem do Unii Europejskiej. Rozmowa z Wojciechem Henrykowskim, dyrektorem Polskiego Centrum Badań i Certyfikacji (From Certification to the European Union. A Conversation with Wojciech Henrykowski, Director of the Polish Research and Certification Centre" In a supplement to *Rzeczpospolita*, 16 June 1998.

Those workplaces which are going through employment restructurisation connected with matters such as organisational changes or a change in their production profiles can take advantage of Labour Fund funding to cover some of the costs of retraining their employees for work in new positions. This is an unemployment preventative measure, since workers in their present workplace can adapt their qualifications for the requirements of their new employment positions while avoiding becoming made redundant and having to look for new employment having the status of an unemployed person.

The conditions such a Labour Fund subvention of re-training of a workplace's employees are as follows: upon application by an employer of a minimum of 20 people, the regional labour office can refund up to 50% of the costs of retraining the employer's workers (subject to a ceiling of the average monthly salary per retrainee) if the retrainees will be employed by that employer at different positions which are in keeping with his retraining for a period of no less than 12 months. However an employer who does not abide by those conditions following the retraining, i.e. does not keep his employees on for at least 12 months, is obligated to refund the money he had received from the Labour Fund.

IV. TRAINING INDIVIDUALS

The following are taken up at individuals' initiative:

- education in the school system (empirical research done by the Institute for Educational Research) and courses in the fields of:
 - foreign languages
 - preparation for computer-related work
 - preparation for entrance examinations for secondary and higher schools
 - preparation for external (eksternistycznych!!) exams for basic and secondary schools
 - courses following the students' own self-interests

Such courses attracted 341 384 people of which the majority, 88%, studied foreign languages. (*See Table 2 for detailed information.*) Unpublished GUS data shows that most of these people were in the 25 to 45 year age bracket; they account for 48.8% of the total number of course attendees. Only one in six course participants was over 45 years old.

International research carried out under the supervision of I. Bialecki¹⁸ has shown that motives behind further education are linked most of all to jobs and vocational careers - 78.9% of those surveyed expressed that opinion; 21.1% of those surveyed put other motives down as their foremost reason for taking up education. Thus vocational career progress and keeping present employment are the basic factors in deciding to go on training.

4.1 The development of information and counselling for individuals

The Polish system for vocational counselling and information comes under the jurisdiction of either the education department or the labour department, depending on what kind of recipient is referred to the counselling service. The counselling system mentions that:

- vocational guidance for school youth is supervised by the Ministry of National Education, which has its own network of psychological-pedagogic and specialist offices which aids children, youth, parents and teachers and also helps in choosing education direction. In February of 1998 there were 596 functioning psychological-pedagogic offices of which five were specialised vocational ones. Two other counselling offices which had not yet received the status of specialised vocational offices are also able to provide services in this area.
- workshops and training sessions designed to help youth in choosing a vocation and looking for work (e.g. the „Parachute” program) are run on the premises of the counselling offices and schools. Approximately 300 thousand youths were covered by that form of lessons in the years 1994-96. Empirical research¹⁹ has indicated that counselling employees have poorly equipped workplaces, and suffer from a lack of diagnostic and informational materials and materials about vocational characteristics.
- vocational guidance for adults, the unemployed and job-seekers comes directly under the National Labour Office which in turn falls under the responsibility of the Ministry of Labour and Social Policy. The system was being created from its very foundations.

¹⁸ I. Bialecki. *Kształcenie* (Education), op. cit

¹⁹ Sołtyńska G., Piątkowska E.: „Stan doradztwa zawodowego w prodnich psychologiczno-pedagogicznych na podstawie wyników ankiety „Doradca.” (The State of Vocational Counselling in Psychological-Pedagogical Counselling Centers on the Basis of Doradca Survey Results) in *Problemy poradnictwa psychologiczno-pedagogicznego*, CMPP-P, Ministry of National Education, Warsaw 1997, nr. 1 (7)

Guidance for adults, the unemployed and job-seekers functions on the triple level labour office structure²⁰. The first level is made up of the National Labour Office, the 49 voivodeship labour offices constitute the second level and the last level consists of 356 regional labour offices. The National Labour Office creates the conditions for the functioning of vocational information centres, for modern equipment for vocational counsellors' positions and also broadens and updates vocational information and informational-methodological materials.

Co-ordinators of vocational counselling fulfil a function associated with organising and operating vocational counselling in the system of voivodeship labour offices. Vocational counsellors who provide assistance work at the lowest level. The basic material for these counsellors, in the form of information files on vocations, has been developed on the basis of the Classification of Vocations and Specialities as prepared for the Ministry of Labour and Social Policy.

4.2 The development of training for the unemployed

Training of unemployed people is occupying a stronger and stronger position amongst active measures used to combat unemployment. In the years 1993-1996 the Labour Fund trained annually from 80 000 to 90 000 unemployed people. In 1997 that number grew dynamically to 133 824 course completers, of which 115 804 people completed group training (at the initiative of the Labour Office) and 18 020 people finished individual training, i.e. at their own initiative.

The effectiveness of training, as measured by the hiring index, is systematically rising. The 1993-1997 figures for the percentage of people hired after training and other data concerning training of the unemployed within the labour office system are contained in Table 3.

The slight drop in 1997 in effectiveness of the training of the unemployed may be explained by the sudden rise (by 58%) in the number of people trained versus the previous year. In

²⁰ W. Trzeciak: „Poradnictwo zawodowe w urzędach pracy” (Vocational Counselling in Labour Offices) in *Szkola zawodowa*, 1998 nr.1

terms of total outlays for unemployment-combatting measures, training of the unemployed generally find itself in fourth position, after intervention work, public works and the refunding of graduates' earnings. In 1997 9.8% of Labour Fund resources designated for active ways to fight unemployment were earmarked for training of the unemployed.

D. PART THREE

PRESENTATION OF CONCRETE EXAMPLES WHEREIN PROJECTS CONNECTED WITH THE FOUR ABOVE MENTIONED SUBJECT AREAS COULD BEGIN A CORRECTIVE PROCESS

I. CONTINUING EDUCATION AS A PRIORITY ACTIVITY

Continuing education should be a priority in regions where:

- the adult education indexes (participation in in-school education forms) are especially low and accessibility to schools for adults is limited. Examples of such voivodeships are: Bialskopodlaska, Chelm and Sieradz,
- there is a high level of unemployment which has been persistent for several years. Examples of such voivodeships are: Elblag, Koszalin Suwalki,
- economic restructuring is foreseeable (mining, foundering, ship-building and agricultural sectors).

II. CONTINUING EDUCATION AS AN AID IN THE RESTRUCTURING OF THE ECONOMY

2.1 Restructuring of the mining industry

Examples of educational support for such an important economic sector undergoing restructuring as mining are solutions adopted in the program titled „The Reform of Coal

Mining in Poland between 1998 and 2002." The program sets out active undertakings addressed to miners and other employees of mining operations. The undertakings are to be run by „Offices for Vocational Assistance" of the Mining Labour Agency, which are to function at all mines.

Mine employees interested in changing their place of work will have the right to a social pension throughout the period of their vocational requalification and search for new, non-mining employment for up to two years. While receiving his pension, an ex-mine employee will be eligible for **one free training programme**, whose goal is to change his qualifications to increase his chances of getting new, non-mining employment. The ex-mine employee may individually announce his requalification proposal to an agent in the training organisation of an Office for Vocational Assistance of the Mining Labour Agency. All mine workers will be eligible for the one-time financing of their training after 1 January 1999, but in 1998 that eligibility will cover only those who work underground. The cost of retraining may be no greater than the cost to the regional labour office - no more than twice the average monthly salary of the last quarter as published by GUS.

2.2 Trimodule training - The Olsztyn project for the vocational actisation of the unemployed²¹

The Olsztyn voivodeship is an area of structural unemployment. The unemployment rate in April of this year was 18.3%.

The majority of the unemployed (74%) possess a low level of education (primary and basic vocational). Half of those unemployed are rural dwellers. A characteristic fact is that about half of those unemployed have been jobless for over twelve months.

An interesting initiative is the modular training for the long-term, unqualified unemployed jointly carried out by the Warmiński-Mazurski Enterprise for Vocational Development, an educational association with its own network of training centres, and the voivodeship and regional labour offices. „Renovating" clients' knowledge, vocational training and psychological activation leading to preparedness for taking up work in any possible field have been the main goal of the training. The final effect is the employment of its trainees. The

²¹ Worked out on the basis of material from the Voivodeship Labour Office and the Warmiński Enterprise for Vocational Development in Olsztyn, 1998.

basic training methods are exercises, „trainings” and simulation exercises in the solution of typical situations which job seekers encounter. The program is based on three modules: Integrational-Catching up, Activisation and Vocational.

The **integrational-catching up module** lasts 450 classroom hours. Its goal is to have the training group's opportunities and integration catch up to that of less disadvantaged groups. It comprises, amongst other things, theories, training and exercises in communication, cooperation, self-presentation, written and spoken correctness, basics in arithmetic and vocational bookkeeping, leading correspondence, resume writing, submitting employment applications, personal propriety, etc.

The **psycho-social activisation module** lasts 200 hours and is designed to inspire and activate its participants to look for work. It encompasses, amongst other things, interpersonal training, effective job-searching workshops, creative thinking training, speaking skills and selective listening of information media, negotiations, and communication-interaction amongst co-workers. Practical undertaking in work clubs help get skills for job searching, updating one's own documentation and getting information on employers.

The **module for vocational training and taking up work** takes 350 hours. Its goal is to raise vocational qualifications by job-training in jobs currently in demand on the labour market or in a definite workplace. After training, the unemployed person is sent for internship at a workplace which has declared its readiness to hire (construction, installation fitting, trade, services, craft etc. branches)

The initial effects of the training organised in areas covered by seven regional labour offices (in Bartoszyce, Biskupiec, Lidzbark Warmiński, Kętrzyn, Morąg, Ostróda and Szczytno) show the surmounting of the psychological barriers of the unemployed's passivity and distrust of putting themselves through long-term training. Most people found employment following their training. Interest of the rural community in training has also risen, including amongst the long-term unemployed.

2.3 Development of vocational information resources and guidance methods for supporting the unemployed and job seekers

At the top level the National Labour Office, in conjunction with the Ministry of Labour and Social Policy, is creating conditions for the systematic development of varied but complementary collections of vocational information and vocational guidance methods. Their vocational information is from the the fields of education and employment as well as psycho-social information connected with labour, e.g. on training accessibility and the character of an employee's work and status in various vocations. The labour offices currently have 301 vocational files, 119 vocation-orientational films and sets of pamphlets informing about vocations available. Furthermore, this year should see the appearance of a collection of 546 vocational characteristics developed by the Central Institute for Job Security as part of the World Bank's TOR#8 project, which is being conducted by the Ministry of Labour and Social Policy.

Labour offices are now equipped with „Doradca 2000 (*Guidance Counsellor 2000*).“ a CD-ROM program supporting vocational guidance. Vocational guidance counsellors also have available modern tools for assessing unemployed people's abilities, interests and skills. These are American psychological tests, the Holland Kit for Self-Testing, the Vocational Preference Questionnaire and the Set of General Skill Tests. The Jagiellonski university has adapted those tests for Polish cultural conditions. Guidance counsellors also apply two methods for vocaitonal guidance in groups helping to solve the problems of unemployed people, the French „education Method“ and the Danish method called „Inspiration Courses.“ Work on adapting the French „Competence Balance“ developmetn method is also underway.

The concept of a comprehensive and modern information action on behalf of labour office clients has found its expression in the creation of 248 Vocational Information and Group Guidance Halls in the headquarters of Voivodeship and regional labour offices, as well as of 13 Centres for Vocational Information. This action was done on the initiative of the National Labour Office.

In 1997, 406 vocational counsellors working for labour offices gave 632 200 counselling sessions in forms for individuals and grous of unemployed peopple, job seekers and school youth.

III. TIES BETWEEN CONTINUING EDUCATION AND VOCATIONAL EDUCATION REFORM

One example of tying continuing education with vocational education reform arose in 1995 in the city of Gliwice with the fusing of several large vocational schools and the Centre for Continuing Education (CKU) into the Upper-Silesian Education Centre (GCE). The thus created education institution is now educating around 2 thousand people. The idea for joining the youth school-group with the CKU for adults was put into reality in accordance with the idea of reforms which assumes that the education process will accompany a person throughout his whole vocational path. Youth schools, including those which are implementing an innovative, IMPROVE programme-inspired system for education in a vocation, post-lyceum schools and adult -weekend and evening schools are functioning within the GCE. The GCE also organises extension exams and runs various courses which take into account the needs of the local labour market. The Centre works jointly with workplaces in the region, labour offices, the Intergmina Centre for Vocational Counselling and Orientation in Gliwice (as already mentioned in this report, this centre is putting into practice a project connected with designing educational directions on the basis of shortage and surplus vocation data), the Voivodeship Methodological Centre and foreign partners. The CGE has signed an agreement concluded between the Silesian Polytechnic (PŚ), the education kuratorium and the CGE itself on principles for joint activity and development of education forms. It foresees that that form of co-operation will bear fruit with the setting of matriculation exams which are to double as entrance exams to post-secondary studies. The school educates technicians according to European standards. The first three years of learning are devoted to gaining general knowledge, only later do pupils choose their respective specialities.

The development of the institution has been received with approval in the Upper-Silesian Development Agency and Promocji S.A. The STRUDER assistance program is being carried out thanks to this support. As part of its participation in this program, the centre has received 400 thousand ECU of assistance. The kuratorium has also provided 130 thousand zloties of support. The GCE is the only entity of its kind in the Katowice voivodeship.

IV. SOCIAL DIALOGUE

4.1 „Youth Vocational Start” - an example of inter-partner co-operation on the labour market

Training institutions, jointly with labour offices, carry out programs for youth in their final post-primary school year under the name of „Youth Vocational Start.” The Warsaw Enterprise for Vocational Development, in co-operation with kuratoria and voivodeship labour offices in Warsaw, Płock and Ciechanów, carried out preventative measures in 80 post-primary schools in the Warsaw, Płock and Ciechanów voivodeships during 1997. The Enterprise for Vocational Development in Warsaw provided teachers with training in labour market issues and job-search skills. Youths in the final classes of the 80 schools participated in lesson cycles concerned with their so-called „entrance onto the labour market” run by previously-trained teachers. Information books and guides containing hints for planning a vocational career, job searching plus appropriate information relevant to the labour market in those three voivodeships were prepared for the youths. Besides that, they also received information concerning opportunities to raise their qualifications in out-of-school forms. Following the end of the project, youths in those schools expressed a positive opinion of the program. The pupils drew attention to the fact that they obtained information and suggestions indicating how to plan their careers and gained job-search skills. The co-operation between the education institutions, labour offices and kuratoria bore fruit in the positive effects outlined in the program. The partnership dialogue, in this area, will be continued.

E. PART FOUR

I. CONCLUSIONS AND RECOMMENDATIONS

1. There is a need to prepare legislation on continuing education, which would regulate such issues as:

- guaranteeing adults the right to continuing education and facilitate their access to training,
- introduce principles for the co-responsibility of the state, bodies of local councils, local authorities and social partners for the whole issue of society's education,

- increasing the participation of local authorities in creating shifts in the labour market and adapting educational endeavors to local needs.
- engaging employers and trade unions in the development process of individual branches of the economy and their associated changes in the method and content of education.
- setting out principles for the financing of vocational education, including the inclusion of employers in the costs of training, etc.

2. Action should be taken to create a system for the accreditation and certification of training institutions to assure a high level of education quality. That system should make possible:

- inspection of the teaching process,
- inspection of teaching conditions,
- evaluation of the didactic skills of the faculty
- evaluation of the applicability of the curriculum and teaching results to the level demanded by set vocational qualification standards, etc.

Both vocational guidance for youths, run by the education branch, and vocational guidance for adults, run by the labour branch, require integration due to the present separation of efforts and resources. Preventative measures affecting appropriate choice of vocation and education is also required.

3. There is a need to develop a program for the education and professional development of the staff of labour offices who are in charge of matters relating to the training of the unemployed.

4. The lack of qualification standards is becoming a problem affecting the evaluation of the competency of graduates of schools and various forms of adult education. It is necessary to develop a national system of vocational qualification standards, taking into account trends in European Union countries (in order to assure the comparability of vocational qualifications).

It is the opinion of the Ministry of National Education that continuing education should become an integral and lasting element of the whole education system. It is predicted that, upon fulfilment of certain requirements (commissions of competency), there will be an opportunity to supplement education in various forms and at various levels. It is also predicted

that there will be an ability to jump from one form of education to others such that continuity of education is retained. The ministry foresees fundamental changes in the financing of continuing education, especially in in-school forms. Public schools for adults, which have so far been for free, will become schools paid for out of students' resources and the state is to ensure those students' ability to be granted appropriate loans for adult education.

Local councils will, in connection with education reform and the reform of the state administration, be put in charge of new responsibilities associated with continuing education; a part of these new duties will be the running all kinds of schools for adults and continuing education centres. It is necessary to prepare the council employees who will look after this.

According to experts carrying out research on continuing education (R. Piwowski)²² it is essential:

- for forms of adult education to be varied and adapted to students' demands and needs: the structures of educating institutions require a tight connection with the market for which they educate,
- that something be done with the content and methods of adult education as well as the organisation and administration of in- and out-of-school forms of adult education which all cry out for foundational changes and modernisation,
- greater attention be put on internalising such traits as responsibility, creativity and a drive toward accomplishments in the education process. These characteristics are the basic elements of modern organisation and administration.

According to J. Półturzycki²³, adult education requires:

- the creation of a wealth of autonomous institutions formed into a network which can be used to spread educational operations amongst adults,
- varied programmes and a developing of motivational undertakings
- the appropriate selection and education of adult education teachers and impetus-givers (pleasecheck trans. of animatorow) of culture-educational operations amongst adults,
- the development of vocational guidance for adults.

²² R. Piwowski: „Oświata dorosłych. Fakty” (Adult Education. Facts) in *Oświata dorosłych. Nowe uwarunkowania i wyzwania*. IBE, Warsaw, 1998, p. 56

²³ J. Półturzycki, *Edukacja dorosłych - wyzwania dla teorii i praktyki*. in : *Oświata dorosłych op.cit.*

Sources for financing out-of-school education suggested by a committee of the National Chamber of Commerce may represent a realizable blueprint for continuing education²⁴. The committee recommends six sources of financing continuing education:

- the state budget - withholding by workplaces of a set portion of their income taxes for worker training funds, guaranteeing bank loans for education, creation of a vocational education fund from money not used by employers for training
- the Labour Fund - having the Labour Fund retain its present functioning rules with consideration to the opportunities for preventative measures for enterprises in difficult financial straits
- employers - the obligation to return unused training funds, guaranteed paid training leave for their employees who take part in training which matches the needs of the workplace
- foundations - developing foundations which support training in fields of significance to national development
- individuals with an interest in continuing education - the opportunity to take advantage of loans, tax deductions for training costs

1.1 What is expected of the ETF

The changes proposed by the state powers in the field of continuing education as well as the recommendations of experts and social partners' suggestions indicate a need for the support of the following facets of continuing education:

- the construction of a rich network of institutions for adults, especially in regions which are culturally and socially neglected and with only a weakly developed network of institutions for adults, in regions of high employment and in regions undergoing serious changes relating to the restructuring of the economy,
- preparation of curricula for adults, especially taking into consideration the development of modular curricula,
- preparing teachers for continuing education, and furnishing them with a modern didactic and assessment workshop,

²⁴ A position paper of the National Chamber of Commerce's Committee for Small and Medium businesses, Education and Professional Ethics on financing out-of-school education. Typescript, Kotowice, May 1998

- constructing a modern basis for adult education, an internet network and the development of mobile education forms.

1.2 The tasks of the National Observatory

The National Observatory can support the development of continuing education through:

- supporting work on preparing vocational qualification standards,
- organising courses and seminars for continuing education teachers,
- supporting innovative initiatives undertaken by adult education schools and institutions,
- work on accrediting institutions of adult education,
- the fostering of joint activity among enterprises and training institutions (organising joint workshops, work on vocational qualification standards and curricula).

Table 1. Primary, General Secondary and Vocational Schooling for Adults, 1985-1997

Type of School	Year			
	1985/86	1990/91	1993/94	1996/97
Primary Schools				
Number of schools	222	178	144	133
number of students (thousands)	18.5	13.9	9.9	8.5
General Lycea				
Number of schools	235	234	258	375
Number of students (thousands)	44.9	48.6	57.1	78.8
Basic Vocational				
Number of schools	113	101	41	107
Number of students (thousands)	5.9	5.7	2.0	9.8
Secondary Vocational School				
Number of schools	1 643	1 617	1 386	1398
Number of students (thousands)	147.7	165.5	147.7	184.6

Sources: *Schooling Statistical Annual 1990/91*, GUS, Warsaw, 1991

Education and Guidance in the 1996/97 School Year, GUS, Warsaw, 1997

Table 2. Types of Courses Organised by Non-Public Institutions Registered in Kuratoria in 1997/98

	Type of Course	Number of Organisers	Number of Courses	Number of students
1.	Workplace Hygiene and Safety	614	14 478	390 827
2.	Foreign Language	1 097	14 962	299 980
3.	Vocational Development	648	13 351	
4.	Job-Training	466	7 543	
5.	Preparation for Attainment of Professional Rights/Licences	439	6 098	
6.	Preparation Courses for Entrance to Secondary and Higher Schools	198	994	
7.	Preparation Courses for External (TRANSOF Eksternistych) Exams to Primary and Secondary Schools	85	598	
8.	Qualification Courses for the Vocational Titles of Qualified Worker and Master	164	731	
9.	Pedagogical Courses for Practical Vocational Education Instructors	183	471	
10.	Courses Within Students' Own Range of Interests	41	150	
	TOTAL:	1 800	59 376	

Sources: Unpublished GUS Data

Author's estimates and calculations

Table 3. Training of the Unemployed in the Years 1993-1997

No	Statistic	year				
		1993	1994	1995	1996	1997
1	Number of unemployed at year-end	2 889 600	2 838 038	2 628 808	2 359 489	1 826 413
2	Unemployment rate at year-end (percent)	15.7	16.0	14.9	13.6	10.5
3	Number of total people trained in given year	92 795	88 467	82 106	84 830	133 824
4	Percentage of total unemployed who were trained in given year	3.2	3.1	3.1	3.6	7.3
5	Number of people hired following training in given year	32 148*	39 422**	48 086***	52 262****	73 388*****
6	Percentage of trainees hired following their training, of total trainees in given year	34.6	44.6	58.6	61.6	54.8
7	Expenditures on training the unemployed	450 thousand million old zloties	594.9 thousand million old zloties	64 million new zloties (640 thousand million old zloties)	92.6 million new zloties	114.8 million new zloties
8	Percentage of expenditures spent on training, of total expenditures on counteracting unemployment	12.7	10.5	8.5	11.3	9.8
9	Cost of training one unemployed person (7/3)	4.849 million old zloties	6.726 million old zloties	779 new zloties	1 092 new zloties	858 new zloties
10	Training costs incurred per hired trainee (7/5)	13.998 million old zloties	15.093 million old zloties	1 331 new zloties	1771.8 new zloties	1564.3 new zloties

Legend

- * as of 31 December 1993
- ** as of 28 February 1995
- *** as of 31 March 1996
- **** as of 31 March 1997



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